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ABSTRACT

Developments during the 1980-81 academic year concerning mergers/joint planning projects designed to eliminate unnecessary duplication of programs between historically black and white colleges in Nashville, Tennessee; Savannah, Georgia; and Norfolk, Virginia are examined. Site visits were made during the second year of operation of the programs at the merged Tennessee State University and the University of Tennessee, at Old Dominion University and Norfolk State University, which have cooperative programs using both campuses; and at Armstrong State College, which sponsors all Georgia teacher education instruction, and Savannah State College, which sponsors all business administration courses. It was found that in all three locations each campus is still largely racially identified. In Nashville, the continuing decline of white enrollments since the merger has had an effect upon faculty morale, not for ethnic reasons, but because of apprehension about job security and academic program support. In Norfolk, planning efforts for joint programs of instruction have not abated. Total institutional enrollments have not changed in any negative way, and a visible increase in "other race presence" has been achieved on both campuses. In Savannah, faculty transfers between campuses as a result of the movement of academic programs has gone smoothly. It is suggested that ethnic diversity seems to be achieved more rapidly on campuses serving primarily commuter students than on campuses that are chiefly residential, and it occurs more easily at the post-baccalaureate and upperclass student levels than at the freshman level, due in part to the maturity of students and clarity of their career goals at these upper levels. Information on enrollment and academic programs is appended. (SW)

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Race-Neutral Campuses In Urban Areas:

A Follow-Up Report on Merger and Joint Planning

James M. Godard

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HIGHLIGHTS

In three metropolitan areas of the South (Nashville, Tennessee; Norfolk, Virginia; and Savannah, Georgia), plans are in their second year of operation to relate the programs of historically black and historically white public colleges and universities. These efforts are all directed toward the goal of racially unitary public collegiate systems. Here are some conclusions based on case studies:

- In all three locations, each campus is still largely racially identified. Ethnic diversity seems to be achieved more rapidly on campuses serving primarily commuter students than on campuses which are chiefly residential, and it occurs more easily at the postbaccalaureate and upperclass student levels than at the freshman level, due in part to the maturity of students and clarity of their career goals at these upper levels.

- In Nashville, the continuing decline of white enrollments since the merger has had an effect upon faculty morale, not for ethnic reasons but because of apprehension about job security and academic program support. Planning for retrenchment is highly visible.

- In Norfolk, planning efforts for joint programs of instruction have not abated. Total institutional enrollments have not changed in any negative way, and a visible increase in "other race presence" has been achieved on both campuses. A major problem will be to keep cooperative program planning as a permanent feature in support of joint use of campus resources in the years ahead.

- In Savannah, faculty transfers between campuses as a result of the movement of academic programs has gone smoothly. The small enrollment of white students in business administration at the freshman-sophomore levels constitutes a serious problem for the future of that division, now located on the Savannah State College campus.

- Prolonged litigation can have negative effects upon the implementation of a plan for achieving a race-neutral campus. It tends to strengthen adversarial positions which, in turn, weakens internal planning by faculty and students and also may arouse conflicting attitudes in the larger community.

FOREWORD

During the 1979-80 academic year, three widely differing plans were put into operation in response to the federal guideline to eliminate unnecessary duplication of programs between historically black and historically white public colleges and universities. In Nashville, a federal court decision led to the merger of Tennessee State University and the University of Tennessee at Nashville. In Savannah, as part of the Further Desegregation Plan of Georgia, all teacher education instruction was moved to Armstrong State College and all courses in business administration were assigned to Savannah State College. In Norfolk, as part of the updated Virginia State Plan for Equal Opportunity in Higher Education, specialized areas of instruction were assigned either to Old Dominion University or to Norfolk State University; cooperative programs using both campuses were projected; and some new programs were assigned to Norfolk State University.

In the spring of 1980, the Southern Regional Education Board (SREB) published a commentary on the first year's experiences in the implementation of the three plans, based primarily upon information gathered during site visits and from other selected sources. Site visits by the same team were made again in 1981, and form the basis for this report on the developments during the second year of implementation.

As stated in the first publication, Black and White Campuses in Urban Areas: Merger or Joint Planning?, none of these plans is presented as a model. Other options are not only possible, but differing approaches are to be expected in response to local situations. However, accounts of these experiences should provide useful materials as planning is undertaken in other metropolitan sites.

SREB has had the assistance both years of three able consultants who made the site visits along with James M. Godard, of the SREB staff. He has blended their case studies to produce this report. In addition to their contributions, information was secured from a number of other sources, including the staff of state agencies for higher education. The presidents, administrative officers, faculty, and students on each campus cooperated fully.

The Nashville visits were made by Anne S. Pruitt, associate dean of the graduate school of Ohio State University, and James M. Godard. The Norfolk and Savannah visits were made by Cameron Fincher, director of the Institute of Higher Education at the University of Georgia, and Prince E. Wilson of Atlanta University. We deeply appreciate their significant contribution to this study.

We also express our appreciation for the support provided through a grant from the Carnegie Corporation of New York. These funds were used primarily for the site visits during the two years.

A two-year period is not sufficiently long to determine the ultimate outcomes of plans as complex as these. As problems become identified, some modifications of the original plans may develop. Although this publication concludes our initial review of these three plans, SREB staff will continue to observe and to report additional developments in these locations and elsewhere.

Winfred L. Godwin
President

TABLE OF CONTENTS

Foreword..... iii

The Merger of Tennessee State University and the University of Tennessee at Nashville..... 1

Savannah State and Armstrong State Colleges.... 13

Norfolk State and Old Dominion Universities.... 20

Commentary..... 28

Appendix A..... 33

Appendix B..... 35

Appendix C..... 36

The Contributors..... 37

THE MERGER OF
TENNESSEE STATE UNIVERSITY AND
THE UNIVERSITY OF TENNESSEE AT NASHVILLE

The Second Year

Background

The merger of historically white University of Tennessee at Nashville (UTN) and historically black Tennessee State University (TSU), ordered in 1977 by the United States District Court in Nashville, was initiated on July 1, 1979, after two years of thorough planning under the direction of the Board of Regents for State Universities and Community Colleges and involving joint committees from the two campuses. Details of the first year's experiences in implementation, as stated in the 1980 SREB report, will not be repeated here, but the highlights were:

> Tennessee State University is now a two-campus institution, both in administrative structure and in operational procedures.
>
> The two campuses have retained their ethnic identities to a large degree.
>
> There was a significant decline in white enrollment on the former University of Tennessee campus (now called "the downtown campus" of Tennessee State University).
>
> The review of the mission of the merged Tennessee State University presents major problems which will take some time to resolve.
>
> Because of the merger, Tennessee State University faces accreditation status reviews by the Southern Association of Colleges and Schools and by the appropriate professional associations.

Enrollment Trends

Since enrollment trends have had a major impact on administrative problems, the observations about enrollment are presented first.* The principal features are 1) an increase in black enrollment on the main (Centennial Boulevard) campus, 2) a further decrease in white enrollment at the downtown campus, 3) declining enrollments in business administration, including the MBA program, and in engineering, and 4) favorable response to the new doctor of education program, suggesting a potential for greater enrollment in the future. (See Tables 1, 2, 3, and 4, which were provided by the Board of Regents of the Community College and State University System.)

Although there was a slight increase in white enrollment on the main campus, the decreased enrollment of whites on the downtown campus still constitutes a major problem, and a large portion of the black enrollment downtown is actually due to cross-registration of students from the main campus, since some courses which they wish to take are offered at the downtown location.

The declining enrollment in engineering may present a serious problem in the years ahead. The non-black students in this division include a large number of foreign students. Admissions standards for out-of-state and foreign

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*See Appendix A for additional data on enrollment trends.

students are being raised by the state; this is already having an impact on enrollments in engineering and will be increasingly significant during the next few years. Thus, the problem is to replace the loss as current students graduate; increasing the number of black students to that extent will be difficult. Also, the University of Tennessee at Knoxville is making a strong effort to recruit minority students in engineering. Although the dean of engineering at TSU is optimistic that the task can be accomplished, it is appropriate to be concerned about enrollment trends. Tennessee State University has achieved accreditation of several engineering programs, and an enrollment decline in what is a strong academic division is a serious issue.

Responding to Shifting Enrollment

The decline in total enrollment since the merger creates a serious problem for the university, as time has run out on the court order that required the same annual fiscal support which the state had provided the two campuses prior to the merger. Appropriations in Tennessee are based on enrollment formulas, and unless a supplementary appropriation is provided, Tennessee State University faces a major retrenchment problem.

The administration of the university has foreseen this possibility and has been reviewing steps which might be taken for retrenchment and for an increase in enrollments on both campuses. In June of 1981, the university presented a plan to the Board of Regents which includes the relocation of a number of programs and greater use of the downtown campus, outreach programs

Table 1

Enrollment at Tennessee State University for the Fall Terms, by Location, 1978 - 1980

Campus or Location	1978-79 Fall Enrollments		1979-80 Fall Enrollments		1980-81 Fall Enrollments	
	Headcount	FTE	Headcount**	FTE	Headcount**	FTE
Centennial Boulevard Campus (Main Campus)	5,343*	4,907*	5,490	4,851	5,873	5,242
Downtown Campus (UTN in 1978-79)	5,419	2,418	3,149	1,509	2,810	1,177
Other Locations	--	--	290	112	448	167
Total	10,762	7,325	8,436	6,472	8,318	6,586

*Includes other locations.
**Includes duplications. In 1979-80, 491 students were enrolled at more than one location; 472 were cross-enrolled between the Centennial Boulevard and Downtown campuses. In 1980-81, 823 students were enrolled at more than one location; approximately 400 were cross-enrolled between the Centennial Boulevard and Downtown campuses.

Source: Board of Regents of the State University and Community College System of Tennessee.

Table 2

Specified Characteristics of Students Enrolled at Tennessee State University for the Fall Terms, 1978 - 1980

Specified Characteristics	Fall 1978-79*		Fall 1979-80**		Fall 1980-81	
	(Number)	(Percent)	(Number)	(Percent)	(Number)	(Percent)
Number and Percent of Total Students Comprised of:						
Black Students	4,198	79.1	5,047	59.8	5,245	63.1
White Students	621	11.7	2,899	34.4	2,556	30.7
Other Races	486	9.2	492	5.8	517	6.2
In-State Students	3,394	64.0	6,524	77.3	6,422	77.2
Out-of-State Students - Total	1,911	36.0	1,914	22.7	1,896	22.8
United States	1,501	28.3	1,608	19.1	1,627	19.6
Foreign	410	7.7	306	3.6	269	3.2
Number of New Foreign Students	113	--	13	--	22	--

*TSU only.
**Centennial Boulevard campus (TSU) and Downtown campus (UTN) combined.

Source: Board of Regents of the State University and Community College System of Tennessee.

Table 3

Racial Characteristics of the Student Body of Tennessee State University by Specified Location at Which Enrolled, Fall 1979 and Fall 1980

Location	1979			1980		
	Black	White	Other	Black	White	Other
Centennial Boulevard Campus (Main Campus)*	4,519	873	100	4,829	927	119
Downtown Campus	1,023	2,222	82	1,012	1,970	81
Other Locations	49	241	--	129	317	2
All Locations	5,047	2,899	492	5,245	2,556	517

*Includes duplications. In 1979-80, 491 students were enrolled at more than one location; 472 were cross-enrolled between the Centennial Boulevard and Downtown campuses. In 1980-81, 823 students were enrolled at more than one location; 400 were cross-enrolled between the Centennial Boulevard and Downtown campuses.

Source: Board of Regents of the State University and Community College System of Tennessee.

to increase enrollments of both white and black students, and on-campus activities attractive to people in Nashville and in the state. The Board has approved the relocation of the programs.

Under relocation of programs the following steps are projected:

1) moving the School of Business to the downtown campus as its headquarters, while still offering basic undergraduate courses on the main campus for residential students and with an assistant dean on that campus to advise students;

2) moving the Master's degree program in Criminal Justice downtown;

3) offering week-end courses downtown;

4) locating art and music on the main campus;

5) locating teacher education on the main campus, with psychology and community education remaining downtown;

6) moving the Center for Aging to the main campus;

7) offering most nursing courses on the main campus;

8) providing general liberal arts courses and general engineering at the downtown campus.

Outreach programs which are projected include:

1) "Learn and Shop" offerings located at major shopping centers;

2) week-end programs responsive to public interests and demands;

3) increased and systematic contacts with business, industries, churches, and government agencies to ascertain their needs and interests for instruction;

4) public service courses; and

5) increased advertising in the community to show what courses are available and their schedules and locations.

On-campus activities designed to bring more people to the campus are:

1) summer basketball camp;

2) home football games with special invitations to high school students;

3) fall homecoming organized around football;

4) an academic "College Bowl" for students from county high schools;

5) spring homecoming built around basketball; and

6) spring festival built around Olympic development in track.

Campus Tensions - Academic

In the site visit report for 1979-80, the statement was made that "faculty retention has not been as severe a problem as some people had predicted." At present, however, faculty morale seems low, in large part

due to the fiscal crisis. Retrenchment seems inevitable, especially since the university was overstaffed both in faculty and administration last year because of the retention of personnel from both campuses. The administration is following a policy of dropping part-time and non-tenured persons first and, at the time of the site visit, only persons in these categories had received notices indicating their services would not be required next year. The site visitors received conflicting reports as to whether there were ethnic considerations affecting these decisions, but the policy itself was regarded as acceptable. However, if tenured faculty have to be dropped, ethnic issues may be sharpened. The administration is making efforts to reassign faculty to other departments whenever possible.

Another factor causing some faculty concern is a statewide study being made of duplication of programs and of program productivity. The decreased enrollment will have an impact upon productivity figures for some academic departments.

A year ago there was some faculty unrest, particularly by faculty who had been employed on the downtown campus, over regulations related to outside employment. A number of business administration and engineering faculty had been free in the daytime hours to engage in consultant work off campus. With the merger, their teaching assignments could be at any time of day or evening. However, the faculty handbook issued last year included policies related to outside employment, which have been accepted, but there is still some tension among faculty who have teaching assignments on both campuses and in both daytime and evening hours.

The nursing program is moving ahead both at the associate and the baccalaureate degree levels. The dean is insisting that admission standards must be strictly enforced with full cooperation from the central administration, which has been asked not to request exceptions. She is also convinced that the associate degree program is productive and justified and should continue to be offered, possibly being moved to the main campus where the baccalaureate program is now taught.

The new Doctor of Education program has been strengthened by an arrangement through which four faculty from the nearby George Peabody College of Education at Vanderbilt University have been employed part time to supervise and assist in some instruction. Community response has been favorable to this development and to the leadership shown by the head of the program (see Table 4).

Table 4

Students Admitted to the Doctor of Education Program, By Selected Characteristics, 1980 Fall Semester

Program (Department) to Which Admitted	Race		Sex		Total
	Black	White	Male	Female	
Curriculum and Instruction	5	14	5	14	19
Educational Administration	10	23	16	17	33
Psychology and Guidance	6	13	12	7	19
Total	21	50	33	38	71

Source: Board of Regents of the State University and Community College System of Tennessee.

Courses in business administration have been offered on both campuses for years. Since this field was one of particular interest to part-time students who took work at the downtown campus, many courses were offered there and on the main campus also. The dean of the School of Business supported moving the school to the downtown campus, but there was a strong protest against this suggestion by students on the main campus. Some of them labeled it a "busing plan for blacks." The final decision was left to the president and, since the site visit, this move has been authorized by the Board of Regents.

On the other hand, courses in Social Work are offered on the main campus, and the enrollment is primarily white. Students are comfortable with this arrangement, since the nature of the profession predisposes them to an interest in a multi-cultural environment.

Some courses are provided in what are designated as "other locations" convenient for the persons enrolling in them. Enrollments in these off-campus offerings increased from the fall of 1979 to the fall of 1980. Black enrollments went from 49 to 241, and white from 129 to 317. The number of students who are "cross-enrolled" at more than one location grew from 491 in 1979-80 to 823 in 1980-81; 400 were cross-enrolled between the main and downtown campuses, approximately the same as in the previous year. Thus, it is apparent that some students taking courses at "other locations" also are enrolled in one or more courses at one of the two campuses. No racial tensions were reported in these off-campus programs.

Campus Tensions - Administrative

It is reported that problems persist in fiscal administration, although substantial progress has been made through improvement of computer services. One problem has a long history but still persists--some accounts receivable go back as far as 1961. The external auditor at the time of the visit was ready to make his report and to recommend that the university be allowed to write off all but the last two or three years, with a strong effort to clear up arrears incurred during that period of time. There also has been a clash between students and the business office regarding the enforcement of rules requiring payment of all accounts prior to registration. Some black students tend to view such changes as threats to the institution's reputation for servicing minorities, since many of them have special problems in meeting payment schedules on time.

The president is deeply concerned about the variety of perspectives that exist at the university regarding what its identity, and hence its mission, should be. Although his preference was to create a faculty forum as a way of involving the faculty in defining the mission, pressure of day-to-day events and lack of funds prevented him from designing the mechanism and putting it into operation.

The president is criticized by some campus persons for becoming embroiled in controversies or commenting on issues that he might best leave to others, but on the other hand, he is sometimes criticized for not making definitive decisions on controversial matters where his action might end controversy.

While such comments may be heard on many campuses, his situation is unusually complicated by the number of issues which arise due to the merger.

Academic and student personnel administrations seem to be operating smoothly. Major problems related to the merger have to do with the utilization of both campuses, with the necessity for increased movement of faculty and students between campuses.

Cultural Tensions

Although no open racial conflicts have been reported, racial differences still aggravate the merger. For example, the decline in white student enrollment is an acknowledged problem. Some contend that it is a situation that ought to be addressed by white faculty who formerly taught downtown, but some white faculty argue that it is a problem to be solved by black faculty since they need to attract white students to their particular schools or departments.

Within the School of Nursing some white prospective June graduates were requesting that they not be required to take part in commencement exercises as they prefer not to be seen receiving their degrees from what they still regard as a "black institution."

The definition of the mission of the institution is still not settled. It is difficult to make progress on redefining the mission statement because various groups disagree on how it will affect the racial identity of the institution. The Board of Regents is specifying that the university change

its role to that of an urban university, a suggestion which was made by the Court in its ruling on merger. Many at the school wish to retain its land-grant function and fear that the status of an urban university will lessen this historical function. If further court cases or reviews are initiated, this question probably will be a central concern. The possibility of court review exists, for on December 30, 1980, Avon Williams and other NAACP Legal Defense Fund attorneys filed a motion for further relief in the Geier vs. Alexander case which led to the merger and which also resulted in an approval of the statewide plan. The suit charges that progress in statewide desegregation has been largely non-existent, and it calls for extension of the funding of Tennessee State University at the level it had prior to merger, on the grounds that it will take longer than two years to achieve the objectives of the merger.

Response to the merger by the city of Nashville continues to be mixed. Some feel that the city has not been as supportive as it could be. Some believe that the media exacerbate some of the school's difficulties. Those interviewed during the site visit agree that Nashville must believe in and support Tennessee State University as its state university. Others, however, believe that relationships with the community now reflect an understanding of the university's role in the city, even though progress on continuing education programs and services for the community has not been as rapid as hoped, except in the field of teacher education. On the positive side, activities such as increased community support for the athletic program and the adoption of the university by "Leadership Nashville" as its 1980-81 project, suggest that the community is becoming more willing to support the merger.

SAVANNAH STATE AND ARMSTRONG STATE COLLEGES

The Second Year

The Georgia plan for the two institutions in Savannah is quite different from the Nashville plan. In brief, the procedure calls for the assignment of all instruction in teacher education to historically white Armstrong State College (ASC) and the assignment of all courses in business administration to historically black Savannah State College (SSC). In addition, a number of new programs are projected for Savannah State which may interest students of both ethnic groups. The transfer of teaching divisions was total. The movement of teacher education to Armstrong included several related programs, such as music education, art education, English education, and health and physical education. The plan was put into operation in the academic year 1979-80, and the process has continued in 1980-81.

Enrollment Trends

In 1980-81, total enrollments for both campuses were up slightly from 1979-80. Armstrong State had projected a five percent decline, but had a three percent increase, thus, enrollment was eight percent over the projected figure. For the winter quarter, the total enrollment was reported as 12 percent over the projection. Total enrollment figures showed 3,223 students in 1978; 2,873 in 1979; and 2,882 in 1980.*

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*See Appendix B for minor corrections to the 1980 SREB report.

At Armstrong State, the enrollment of white students in teacher education was approximately the same as the previous year, and the "other race" enrollment appears to be more stable than that at Savannah State.

At Savannah State, the slight increase for 1980-81 was primarily in black students. There were 176 white students--none living on campus--in the fall of 1980; most were enrolled in business administration and most were at the upperclass level. There was a decline in the number of students enrolled in the master's degree program in business administration. The belief was expressed that an increase of white students at Savannah State will be a slow process which will be helped by the growth of the instruction in business administration and by the employment of a white dormitory counselor. Also, some faculty hope that the development of new program options, such as marine biology and chemical technology, will bring more white students to the campus.

Trends in Administration

Changes in administration in 1980-81 have been beneficial to the development of the plan. The appointment of a permanent president at Savannah State and the naming of new deans in business administration and in teacher education have provided stability and stimulation to the planning processes.

The presidents schedule regular quarterly meetings and sometimes include the academic vice presidents in these sessions. Between these meetings there has been continuing communication.

The president of Savannah State strongly believes that a revised mission statement for the institution, which places a heavier emphasis on urban orientation and community development, is needed. He is also supportive of an expansion of continuing education programs.

The deans for teacher education and for business administration are bringing greater stability in faculty relations, a fact that is supported by the small number of transferred faculty who have left. Differences in faculty policies and procedures are being eased and adjusted. Programs for faculty development may be found on both campuses.

The major administrative operation which is still unsatisfactory is the Continuing Education Center. As reported in the first review of the Savannah plan, there are plans for constructing a building for the Center in downtown Savannah. At present the facilities are very limited, and most of the teaching is done on one or the other campus or in the community. The original plan provided that the operation of continuing education would be the administrative responsibility of one campus for two years, moving to the other campus for the next two years. Many faculty feel that a more centralized administration is essential.

The continuing education program provides a distinct potential for the expansion of instruction, both in teacher education and in business administration. It also offers a potential for increasing the ethnic diversity

of the two institutions. For this to happen, the continuing education programs will need to be clearly a joint operation of the two colleges. It will be difficult for this to occur without a visible central administration, budget, and management.

Academic Programs

Instruction in business administration continues to be more than acceptable to the white students who have enrolled in upper division courses. The immediate problem for this division is to maintain enrollment at the underclass level that is adequate to support the objectives and program projections. The faculty believe that the recent development of a private business college with an attractive campus may be drawing white freshman-sophomore students who might otherwise enroll at Savannah State.

Three plans for the future may assist in increasing enrollment. The expansion and greater visibility of the continuing education program should add to the part-time student enrollment in business. The erection of a campus building for business administration, for which drawings have been approved, will give the division greater visibility. The addition of a faculty member with the doctorate is also regarded as important. More aggressive recruiting of white students is required--a type of recruiting that will modify attitudes of whites toward attending a historically black campus and which will assure them of a warm welcome.

The philosophical differences between the arts and sciences faculty and the recently transferred teacher education faculty at Armstrong State, reported in the review of the first year's experiences, have been greatly ameliorated. The president and the new dean of education worked cooperatively through various faculty committees to achieve agreements on newly proposed curricula. Such matters had to be resolved before seeking reaccreditation by the National Council of Teacher Education, and a visit by that organization is being planned for 1982. Some confusion still is being expressed by department heads at Armstrong State, such as whether a B.A. student should be identified as an education student. Ethnic issues are minimal in teacher education, as students are being trained to work in desegregated public schools and often value the inter-cultural experiences.

The faculty at Savannah State expressed regret that the new programs projected for their campus are only slowly emerging. Indeed, the faculty and some administrators on both campuses are concerned that new programs be a replacement for instructional programs which were lost in the transfer. As a result, they are identifying new program potentials beyond the ones approved by the Board of Regents.

Cultural Tensions

While cultural tensions rooted in ethnic factors exist when modifications in institutional roles occur, they have not been prominent in the Savannah experience. There was less evidence of them in this second year visit than in the first visit. Awareness of potential sensitivities which might lead

to conflict has been high, consequently, problems have been defused before they became serious. The presence of a court suit heightens the possibilities for tension, but in this case, the differences are not strictly ethnic, since opinions are not fully rooted in race.

Prior to the initiation of the plan in 1979, a class suit had been filed in federal court calling for rejection of the plan and for a direct and total effort to desegregate public postsecondary education in Savannah by other means, even including the idea of merger. The Court refused to issue a stay order on the implementation of the plan, but did agree to hold hearings. On February 2, 1981, following a trial, the Court rendered a judgment in favor of the state's plan and against the plaintiffs, who had filed the class suit. The plaintiffs had withdrawn their suggestion of merger prior to the hearings. However, a coalition has filed a notice of appeal of the Court's decision. It may be assumed that the plaintiffs will still argue for a total end to duplication in program offerings.

The judge stated in his decision that "after careful consideration of available evidence and argument, I have concluded that there has been no showing that the current racial composition of the two institutions is the result of constitutional violations by the defendants and not the individual choices of students." In his Findings of Fact he points out that the ending of duplication in teacher education and business administration has not achieved a racial balance and is not likely to "in the foreseeable future." He states that "even when duplication has been ended, most students have not

chosen to follow their educational interests to a school where they would be in a racial minority."

He adds later that "the primary determinants of the racial character of ASC and SSC are the individual choices of potential students. These decisions are based upon factors such as peer pressure, family ties, as well as educational and athletic opportunities. As was noted above, these decisions are not easily changed by the actions of school officials or development of programs such as the HEW-mandated plan."

NORFOLK STATE AND OLD DOMINION UNIVERSITIES

The Second Year

The plan for further desegregation in the Norfolk, Virginia area calls for 1) the location of selected and specialized fields of instruction at one or the other of the campuses of historically white Old Dominion University (ODU) and historically black Norfolk State University (NSU), 2) the assignment of new instructional programs to Norfolk State, 3) interinstitutional arrangements for cooperative instruction between ODU and NSU, and 4) the development of "2 + 2" programs between the Tidewater Community College system and NSU.*

Enrollment Trends

The enrollment of "other race" students on each campus is reported to have increased during the two years of the implementation of the program. As presently collected, data do not accurately reflect student enrollments by race, due to extensive cross-registration which is estimated as a seven-fold increase, but a number of observations by the site visitors reflect the developments which have occurred.

The total enrollment of ODU students (presumably mostly white) on the NSU campus increased in the fall, spring, and summer of 1979-80 and in the fall and spring of 1980-81 when compared to the enrollment of 1978-79. At

*See Appendix C for more detailed outline.

the ODU campus, enrollment of NSU students (presumably black) decreased in the fall of 1979-80 but increased in the spring and summer of that year and in the fall and spring of 1980-81. Impressionistic evidence also confirmed this trend; for example, students at ODU reported the presence of more black students in the student union than before.

While the enrollment of "other race" students on the two campuses increased in general, some divergent experiences were reported in the overall enrollments. Norfolk State reported a startling increase in the second semester of 1978-79 for the first time in its history, since second semester enrollments are usually down. This increase was related in part to a more aggressive recruitment program. In the following year (1979-80) NSU enrollment declined, but in September 1980 showed a 7 percent increase. The record on use of the bus system provided for students between campuses, which has increased 300 percent, attests to the rapid development of cross-registration. In addition, "other race" enrollment at NSU increased by 10 percent in the "2 + 2" programs with Tidewater Community College in 1980-81 and is expected to grow even more in 1981-82. Increases in white students were also reported in social work, nursing, the general business master's degree program, and in technological fields. (An interesting aside at NSU was its male-female student ratio change--in 1980 it reached 61 percent female compared to a 50-50 ratio prior to that academic year.)

Old Dominion University estimates that its headcount enrollment of black students reached 10 percent of total enrollment in 1980-81. Faculty comments

at ODU were that ODU is no longer viewed as the traditional "white institution" because the number of black students has increased so perceptibly. In the field of education, black enrollment was up 9 percent, although general enrollment was down in that field. In the School of Business, black enrollment was up about 11 percent.

Trends in Administration

The new vice president for academic affairs at Old Dominion summarized the evolution of the desegregation plan as one settling into "conventional administrative processes." His counterpart at Norfolk State reported similarly and pointed to the need to establish a policy which would ensure the continuing dialogue between administrators and faculty of the two campuses in order to avoid isolation that might creep back and result in misunderstandings.

Perhaps the most important administrative development has been the creation of several liaison committees to facilitate and coordinate the operation of the plan. They have been credited with helping to reduce anxieties on both campuses. The monthly meeting of the vice presidents is also seen as important in resolving issues which, though outwardly minor, could become major sources of difficulty. For example, a liaison committee resolved the question of using differing procedures for grading student teachers--one institution used "pass-fail" and the other "A-B-C-D-F" grades.

The solution was an agreement that each institution defer to the grading system of the other, a solution which was accepted after faculty from both campuses were consulted.

The administration at ODU has responded to reports from black students that they needed support programs for assisting them in meeting academic needs. A specialist in writing and one in reading have been employed and a writing center has been established, available to students of both ethnic groups. Provision has been made for peer counseling and tutorials.

Several administrative successes were reported during the site visit. The affirmative action officer at ODU reported no increase in the number of complaints on race, while she observed extensive efforts for the recruitment and retention of black students and black faculty, both of them contributing to a visible increase in the black presence on the campus. The liaison committee in education (consisting of two vice presidents and deans from both institutions) meets monthly, has issued a joint brochure, and reportedly has kept the morale up and suspicions down. Parking problems are being resolved--a critical issue in relation to student and faculty movement between campuses.

Pre-registration procedures have been a problem, since ODU uses this process and NSU does not. This has made NSU's class schedules unavailable to ODU at the time when they are most needed. NSU reports progress in developing a pre-registration plan.

There are still gaps in coordination. Some faculty members see the

absence of joint planning by the two faculty senates as a handicap for sound planning of interinstitutional academic programs. An expressed desire at ODU was that NSU develop a procedures manual.

Norfolk State has made some administrative advances apart from the relation with ODU but which have had an indirect impact upon the joint planning. During this year, NSU became a residential university through a successful public and political campaign. Triggered by a $4.8 million loan from the U. S. Department of Housing and Urban Development for a dormitory and assisted by 10,000 petition signatures and legislative leadership, the state legislature authorized NSU to operate as a residential institution, limiting residential students to 25 percent of enrollment. (At ODU, it is reported that 8 to 10 percent of the students live on campus.)

A second administrative development of some import has been the considerable growth of activities between NSU and the community colleges in the Tidewater area. A liaison committee meets regularly to advance the programs and enrollment in the "2 + 2" programs.

Some minor problems, such as "drop-add" procedures and withdrawal policies, remain to be resolved, but the mechanism to do so is in place.

Academic Programs

Since the two institutions had had previous experience in reviewing joint instructional programs and cooperative instruction, the part of the

plan dealing with interrelated academic programs did not encounter some of the difficulties which might occur in locations that have not had this background.

NSU has taken steps to strengthen or to expand offerings in its assigned area of general business. It is reported that 30 white students were enrolled in this program on the NSU campus. The university is looking ahead for possible accreditation by the American Assembly of Collegiate Schools of Business. A consultant from that agency has reviewed the program and has suggested that accreditation might be possible in five years. With support from ODU, NSU has received state approval for planning a master's program in general business, with an option for a concentration in management. It was also said that ODU supported NSU's efforts for state approval of a program in computer science, and NSU is also developing offerings in personnel and industrial relations as part of its business program. The university is currently seeking a person with a doctorate in accounting to strengthen instruction in that field.

Business education was phased out as planned at ODU, and in the process Old Dominion lost 100 students from the program. Their whereabouts are not clearly known, but it is thought that some went to local business colleges, some to community colleges, and some to NSU, where they may now be enrolled in "general business."

The two-year program in nursing at NSU has been in existence for many

years, while ODU offers the baccalaureate. NSU nursing graduates are reported to be passing the licensure examination at a rate of 80 to 90 percent. However, there is some pressure being exerted for NSU to relinquish this program to the community colleges. NSU may resist this pressure.

NSU has "2 + 2" programs with the community college system in social work, business, home economics, and childhood education. ODU has such programs in computer science, business administration, education, and music. There was an expression of concern at NSU about ODU's participation in "2 + 2" programs, but there is a statewide agreement that any public senior institution may develop such programs with the community college system.

NSU has aspirations for becoming a doctoral level institution, and there were signs that ODU might not support NSU in this hope. This matter is one which will be addressed by the State Council of Higher Education for Virginia.

Cultural Tensions

On both campuses, students seem to have accepted the changes without serious incidents. Some students express modest skepticism about the plan. There is now a black fraternity on the ODU campus, and a "Greek Council" has been approved by the inter-fraternity council for black fraternities and sororities. Further evidence of mutual support is seen in the location of fraternity and sorority houses in nearby neighborhoods.

The two institutions play each other in basketball each year, but because one is in Division I competition and the other in Division II, there

is little impact on inter-collegiate athletics. An increase is seen in intramural sports with approximately 80 softball games last year.

In the area of student government, a potential alliance has not materialized in the 1980-81 year because of changes in personnel. The NSU student officials of last year were defeated for re-election. The major structured interaction between student groups currently is now between the two campus choirs.

Comparatively speaking, the attitude of the larger community regarding the plan and its current operation has been considerably less intense than during the first year of implementation. Last year, local newspapers were concerned about the possibility of merger, but this apprehension seems to have abated. No articles have appeared on the plan in the ODU student newspaper, and articles which have appeared in community newspapers have generally been described as "good press."

At Norfolk State, there is still a remnant of doubt that merger may surface as an idea somewhere down the road, yet the overall conclusion is that cultural tensions have been minimal.

COMMENTARY

Final evaluations of the effectiveness of the three plans should not be attempted on the basis of two years of operation. The observations presented herein must be regarded as tentative. It seems doubtful that even the five-year periods for projected planning, as requested by federal agencies, provide sufficient time for a full realization of the long-range objectives in state plans for fully achieving unitary systems.

"Racial identifiability" of campuses has not been eliminated at any of the three locations. Depending upon one's definition of this term, it is questionable that it should be a basic requirement for achieving "desegregation" --a term which has been a source of confusion since its introduction in the Adams case. Missions of institutions may be described in non-ethnic terms, and the definition of institutional roles may be assigned in terms of services to be provided within the state's resources, but the combination of tradition and student freedom of choice to select a campus will perpetuate a measure of ethnic identification for an indefinite period of time.

Ethnic diversity seems to be achieved more rapidly on campuses serving primarily commuter students than on those campuses which are primarily residential. There are also indications that it occurs more easily at the post-baccalaureate and upperclass undergraduate level than at the freshman level. This condition may be due in part to the maturity and clarity of career goals at the upper levels. But in all locations, there has been an increased ethnic diversity of both students and faculty.

In Nashville, the problems encountered during the second year of the merger have assumed a different pattern from those of the first year. During 1979-80, the process was one of setting into motion the results of two years of careful planning which involved both the governing board and persons from both campuses. The plan had received a substantial measure of acceptance. Thus, the first year was an experience of smoothing off the rough edges where implementation techniques were not working as projected.

The events of the second year were influenced by the continuing decline of white student enrollment, and thus of total enrollment, and its implications for fiscal support in 1981-82. Faculty morale was lower, not for ethnic reasons but because of apprehension about job security and academic program support. Planning for retrenchment was highly visible. If retrenchment reaches severe proportions, ethnic factors may surface as decisions are made about faculty retention and elimination of some administrative positions.

In Savannah, developments were more stabilized as a consequence of the appointment of a president for Savannah State and of deans for the transferred programs. However, the small enrollment of white students at the freshman-sophomore level on the Savannah State campus constitutes a serious problem for the future strength of the relocated business administration program. There was also concern on the two campuses for replacing students which both lost through the transfer of programs.

In Norfolk, the support for the joint planning of instructional programs has not abated. Total institutional enrollments have not been affected in any negative way. The nature of the Norfolk plan was such that there was only minimal disruption of instructional operations during the first year, and this was mostly logistical in relation to the movement of faculty and students between campuses.

Caution should be observed in forming generalizations from these case studies and applying them to other locations and situations. For example, the merger in Nashville involved one campus, historically black, which was a residential campus serving both dormitory students and commuter students, and another campus, historically white, which served only commuter students, many of whom were employed and took courses in the late afternoon and evening. It is doubtful that a merger would have evolved independently of a court order, an order which was made by the Court partly on the basis that previous efforts for cooperative planning had not been effective. In other locations where merger might be regarded as an option, conditions might be different from those in Nashville.

In Savannah, the student bodies had a different character, since one institution was residential and the other commuter. The major characteristic of the plan was the transfer of major divisions of instruction which entailed one campus giving up all teacher education and the other all business administration programs. A key question may well be what happens to the academic programs of an institution which gives up such a comprehensive area of instruction.

The emphasis in Norfolk has been upon cooperative planning for the use of instructional resources where there had been a measure of joint planning on a voluntary basis in the past. A key factor has been the participation of faculty as well as of administrators in the planning process. In the years ahead, this form of cooperation may abate unless steps are taken to structure systematic joint committee structures which will continue the processes now in operation.

Prolonged litigation can have effects upon the implementation of a plan. It tends to strengthen adversarial positions which, in turn, may weaken internal planning by faculty and students and may involve community concerns related to a plan. The suit which led to the merger in Nashville was filed in the federal court in 1968 and was not concluded until 1979, when the United States Supreme Court refused to review the lower court order for the merger of the two campuses. Attorneys representing the plaintiffs recently filed a motion in the federal court in Nashville asking it to reactivate the case and to review what the plaintiffs regard as a failure to make progress, both in the statewide plan and in Nashville. As of this writing the Court had not ruled upon this motion, which the State opposes.

A student-faculty group, composed of both blacks and whites, has now asked the Court to let them become a party to the plaintiff's motion on the grounds that the merger had resulted in resegregation, with the decrease in white enrollments and the "undermining" of the downtown campus. It is said that the former University of Tennessee at Nashville, prior to the merger, was 51 percent black--and by last fall was 69 percent black.

These events have aroused controversy on the campus over the motions and over critical comments of the faculty who participated in the filing of the motion. A group of alumni of Tennessee State University has called upon the president to investigate the issue of faculty freedom in commenting upon these developments.

As stated earlier, a court suit in the Savannah case was heard and decided in favor of the state. A motion for appeal has been filed, however, and may prolong differences among faculty and students concerning the plan.

These comments are not intended to question the right of concerned citizens to file suits or to ask for relief in federal courts. Such actions may well continue in other locations where state plans are questioned. The observation is simply that they do have some impact upon the planning and implementation processes.

APPENDIX A

An Analysis of the Enrollments at Tennessee State University

Fall 1978 - Fall 1980*

Summary and Conclusions

1. Total headcount and FTE [full-time-equivalent] enrollments decreased substantially between 1978 and 1979, with a moderate decline in headcount and a small increase in FTE's from the fall of 1979 to the fall of 1980. Enrollments on the downtown campus continued the decline which has now extended over a two-year period. Increases in enrollment on the Centennial Boulevard [main] campus and all other locations were enough to moderate the overall effects of the decrease at the downtown campus.

2. Students who were in the "pipeline" on the downtown campus are not being replaced as they complete their degree programs. In addition an undetermined, but substantial, number of students who were enrolled at the University of Tennessee-Nashville have not returned to continue their studies at the downtown campus. Unless new students enter into the programs offered downtown and former students return, enrollment on the downtown campus can be expected to continue to decline.

3. The total number of white students enrolled at all locations has decreased from 1979 to 1980. On the other hand, the number of white students taking courses on the Centennial Boulevard campus increased somewhat from 1979, as did the number of whites taking courses at other locations. These small increases were more than offset by the losses of white students at the downtown campus. The percentage of total enrollments comprised of white students is above that which characterized Tennessee State, prior to the merger, but was lower in 1980 than in 1979.

4. The total number of out-of-state students was lower in the fall of 1980 than in 1978 or 1979, although the number of out-of-state U. S. residents increased over the period. The total of out-of-state students was held down by successive decreases in the number of foreign students and stringent controls on the new admissions of these students. The small

*This material was provided by the staff of the State Board of Regents of the State University and Community College System of Tennessee.

increase in the percent of total enrollments comprised of out-of-state students between 1979 and 1980 was more of a function of the decline in in-state students than the increase in non-residents. Recently imposed admissions standards for out-of-state students are expected to further reduce the ratio of out-of-state to in-state students beginning with the fall of 1981.

5. Decreases in credit hours generated at the undergraduate level occurred at the major campuses between 1979 and 1980. The decreases at the Centennial Boulevard campus were relatively small, but those at the downtown campus were substantial at both Level 1 [freshman-sophomore] and Level 2 [junior-senior]. Increases in student credit hours were realized at the graduate levels on the Centennial Boulevard campus and at other locations at Levels 1 and 2. The decreases at Level 1 have particular significance in that fewer credit hours at this level may forecast fewer credit hours at Level 2 in subsequent years.

6. There were decreases in the student credit hours between the fall of 1979 and 1980 in a number of academic disciplines. In some disciplines such as Education the decreases were consistent with state and national trends. However, in two disciplines, Business and Management and Engineering, the declines in student credit hours in these disciplines were contrary to state and national trends of strongly increasing enrollments. Each of these two disciplines lost in excess of 50 FTE students between 1979 and 1980. Given the present size of these two programs, continued losses of these magnitudes cannot long be sustained nor vitality and viability be maintained.

7. At this point, the new Doctor of Education program appears to be achieving the objectives of meeting the needs of the region and contributing to the desegregation of the institution. In addition, over time the program can be expected to enhance the academic stature of the university.

APPENDIX B

The site visitors to Savannah reported that several items were due to misinformation, misunderstanding, or not expressed in their 1980 report. These items included the following:

1. The joint program in social work was undergraduate rather than graduate.

2. Armstrong College is on the southern side of the city rather than the eastern side.

3. The statements that merger was regarded by the business community as "disadvantageous" and that the white business community was for the merger and the black business community not in favor, are seen by some as incorrect.

4. A distinction should be recognized between a "joint program" which is a 50-50 arrangement and a cooperative program, which simply means that the institutions work together.

5. In 1979-80, Armstrong State had a decrease of 8.87 percent in full-time-equivalent enrollment but an increase in its share of "other race" students, from 11.11 percent to 16.6 percent.

6. Fourteen Savannah State faculty were transferred to Armstrong and nine Armstrong faculty to Savannah State. Two Armstrong faculty members did not transfer because one took early retirement and the other accepted a position at another university. Two faculty from Savannah State who transferred to Armstrong State later retired or resigned, but not because of the plan.

APPENDIX C

ACADEMIC PROGRAMS	CHANGES TO BE IMPLEMENTED AT NORFOLK
Business	Business education eliminated at Old Dominion; Norfolk State to offer the only program in Tidewater area.
	General business administration program eliminated at Old Dominion with development of specialties at Norfolk State in such fields as accounting.
	Norfolk State to seek accreditation by American Assembly of Collegiate Schools of Business and to develop a master's degree in business.
Education	Elimination of early childhood education at Old Dominion and of elementary education (grades 4-7) at Norfolk State.
	Dual certification permissible if second field is taken at the other institution.
	Assistance in staffing at Norfolk State is requested.
Education of the Mentally Retarded	Development of a comprehensive program between Norfolk State and Old Dominion with special courses to be taught on each campus. Students must take 50 percent of courses at the other institution.
Health Education	Cooperative program between Norfolk State and Old Dominion with upper division courses evenly divided.
Accounting	Specialization of program content with articulation between Norfolk State and Tidewater Community College (2 + 2 transfer program).
Office Administration	Development of 2 + 2 transfer program between Norfolk State and Tidewater Community College.
Secretarial Studies	Development of 2 + 2 transfer program between Norfolk State and Tidewater Community College, with maintenance of specialized emphases at Norfolk State and Old Dominion.
Speech Correction	Maintenance of specialization at Norfolk State and Old Dominion. Programs will continue to serve different purposes.
Medical Technology	No changes implemented because of limited access and high demand. Programs at both Norfolk State and Old Dominion to be continued.

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